

May 2, 2013

RECOVERY PLAN FOR THE SCHOOL DISTRICT OF THE CITY OF YORK A COMMUNITY EDUCATION MODEL EXECUTIVE SUMMARY

Introduction - The School District of the City of York was designated in moderate financial distress due to its financial condition. The district is projected to incur annual losses of \$17 million dollars in the 2016-17 school year. This projection requires the district to rethink how it will organize itself in the coming years – financially and educationally. Based on the recent experience with significant migration to current charter schools, it is clear that educational performance, safety and discipline, and financial sustainability are inextricably linked.

Recovery Plan Concept – This plan for the School District of the City of York is based on a performance-based community education model. Through a community education council and school advisory councils, working with the school board and administration, each school in the district will be held accountable for educational performance, safety and discipline, and financial sustainability. The CRO will work directly with the superintendent and board of school directors to ensure implementation of the community education council's recommendations.

- **Overview –** The recovery plan is designed to build off the many positive attributes of the School District of the City of York with a performance-based community education model. Each building will create a performance improvement plan. Some of the specific elements of the buildings' improvement plans will likely be the key elements described in the internal transformation model, some items discussed during the advisory committee meetings, and suggestions made during the recovery process.
 - Under the governance structure described below, the District will use Site Based Management with a School Advisory Council for each school assessing the needs of students at that school and adapting the policies set by the School Board to meet the performance measures defined by the Community Education Council.
 - Strong consideration will be given to Alternative education provided through the District contracting with a private company to provide comprehensive alternative education services to District students.
 - The District will build effective programs to meet individual student learning needs based on the Response to Instruction and Intervention (RTII) model.

- Cornerstone program – The School District of the City of York will offer a program for students in grades 1-12 who are experiencing behavioral difficulties in the regular classroom setting. The purpose of this program is to reduce those classroom disruptions that affect the learning of the majority of students. The District will provide academic and behavioral services for disruptive students as an intermediate step prior to their placement into an alternative school setting. Short term behavioral interventions will be provided along with accelerated reading and math lessons. The program will also use parental participation and support as a component to determine successful progress towards the student's return to the regular classroom setting.
- The District will organize multiple "houses," "academies" or "small learning communities" at William Penn High School that will allow students to choose specialized focus areas created based on community/student interest and local workforce
- School Advisory Councils (as described below) will be able to consider other programs, such as expanding Pre-K programming, offering magnet-like programs at the elementary/middle school level, or implementing Community in Schools according to the governance process described below.

The success of recovery plan is dependent on the cooperation of all stakeholders, a focus on clear measurable long term goals, a willingness to embrace new ideas, the ability to effectively implement, and the objectivity to measure progress and modify improvement plans.

- Community education council (CEC) – A community education council will be formed that will be responsible for recommending to the board of school directors. By adopting the Recovery Plan, the Board agrees to the tasks described in the executive summary in a timely manner (to be further defined in the full Recovery Plan document):
 - Performance measurements - All buildings will report performance through a balanced scorecard with specific metrics defined by the CEC in three areas: academics, safety/health, and financial sustainability. For educational performance, the CEC will use the PA Department of Education's School Performance Profile as the foundation and may recommend augmenting this data with more frequently available student performance data (attendance, formative/benchmark assessments, etc.). Upon adoption of the performance measurements by the Board of School Directors, the

CEC will work with the school advisory councils to develop a process and timeline for reviewing data and establishing school-specific annual performance goals.

- Performance goals and ratings – The community education council will submit to the Board of School Directors annual performance goals that demonstrate a reasonably aggressive approach to improving school performance based on the PA School Performance Profile (SPP). Overall building performance will be displayed by criteria, performance levels, and colors (example: dark blue, light blue, green, yellow, red) as defined in the SPP. Working with the school advisory councils, and subject to approval by the Board of School Directors, the CEC will define annual goals based on SPP including allowable timelines for remediation efforts and the criteria for transitioning to an external education provider.
- Performance improvement plans - All schools will be responsible for developing, implementing and evaluating the results of school-based improvement plans, utilizing the Comprehensive Planning Tool available through the PA Department of Education. The school advisory council may augment this tool with additional components and will be responsible for submitting the improvement plan to the CEC. The CEC will identify available technical assistance to the school advisory council and will advise the school advisory council based on evidence-based practices. The CEC will develop and recommend to the Board of School Directors the criteria/rubric to which the school improvement plans must adhere. Upon adoption of the criteria/rubric by the Board of School Directors, the school advisory council will demonstrate to the CEC how the school improvement plan meets the criteria/rubric, modifying the plan as needed to achieve CEC endorsement of the plan. Any school that fails to develop, implement and/or evaluate the results of a school improvement plan will be subject to operation by an external education provider.
- Failure to improve - Any school that fails to demonstrate meaningful improvement will be subject to operation by an external education provider. The CEC will develop specific guidance to define failure to improve and intervention efforts required, per the performance goals and ratings parameters described above.
- School Advisory Councils (SAC) - School advisory councils will be required for each school operated in the district (both internal and external education providers). The SAC's will be modeled on the Philadelphia Renaissance School program. The CEC will submit to

the Board of Directors for their approval, the responsibilities and membership criteria for the School Advisory Councils, but at least one half of the members of a School Advisory Council must be parents of students currently enrolled in that school.

- Qualified external education providers - The Board of School Directors will approve a process for selecting external education providers as recommended by the CRO and CEC to be placed on a qualified provider list (QPL). Possible providers could include: Experienced charter providers, local start-up charters (utilizing district personnel), current, local non-profit charter providers, joint schools and/or other schools allowable in accordance with PA School Code. The process must illustrate the means by which improved educational performance, safety and discipline, and financial sustainability will be achieved. External education providers will be required to meet specific performance goals defined within the agreement/contract with the District which are comparable to the performance goals established for district schools. Education providers for buildings not operated by district staff will be paid by a tuition formula for the district and will be based on the PDE-363 rate with chargebacks that include: rent, administrative fees, and payments towards district debt.
- Selection of education providers - All schools will start the 2013-14 school year as district-operated schools with performance measurements, goals, and plans. If performance goals and plans are not achieved, including failed intervention efforts, within a period defined by the CEC and approved by the Board (per the performance goals and ratings parameters described above) the CEC will submit documentation to the Board of School Directors demonstrating adherence to the processes described above, at which time the Board, at the recommendation of the CRO working in conjunction with the CEC and SAC, will proceed with the selection of an external education provider to operate the school. There will always be a minimum of one year in yellow-caution. Any school failing to develop, implement and evaluate the results of their initial year plan (2013-14), would be designated as yellow-caution or red-subject to change in education provider for the 2014-15 school year, and if improvements are not made to, the school would be subject to operation by an external provider as early as the 2015-16 school year. Upon submission of evidence that: a) the approved process has been followed, and b) the a mutually acceptable agreement has been developed with the external education provider that will likely result in

improved educational performance, safety and discipline and financial sustainability, the Board, at the recommendation of the CRO and CEC, will act to transfer the operation of the school to the external education provider.

- External education provider oversight - The CEC will be responsible for monitoring all providers and will provide at least annual reports to the Board of School Directors regarding the performance of every public school within the School District of the City of York.
- Community Education Council membership and operation - The CEC will have 12-15 members initially selected by the chief recovery officer in consultation with the school board, union leaders, and the superintendent. The CEC members will include: The chief recovery officer who will facilitate the CEC, school board members (2-3), administration (2-3), parents of students in the district (2-3), taxpayers in the district (2-3), education experts (2-3) and members of the unions (2-3). The selection process will identify diverse candidates to be selected on merit based in the areas of: education, work experience, public education experience, management, and community service. Once formed, the CEC members will adopt membership and operating procedures to ensure adherence to the representation (described herein) and completion of responsibilities as outlined in and limited to this section.
- Implementation and oversight – The District Superintendent will serve as an ex-officio member of the CEC and the chief recovery officer will serve as an ex-officio member of the District's administrative cabinet. All District contracts, including employment contracts, consultant services, external education provider agreements, and all other financial obligations will need the approval of both the school board and the chief recovery officer to ensure that this financial recovery plan is followed. If the Board takes action that is inconsistent with the plan, not specifically identified in the plan, or is not necessary to implement the plan, the district will be subject to the appointment of a receiver.
- Union participation – The recovery plan is based on the participation of the teachers' union as outlined in the internal option with regard to changes in 1) wages and fringes over three years (2014-15, 2015-16, and 2016-17), 2) school hours (longer school day and longer school year), and 3) and teacher evaluations (during 2013-14) and similar participation by other employee groups.

- Timeline – The CRO is responsible for the implementation of the Recovery Plan, and will therefore oversee the following timeline to complete the items described above. By adopting the Financial Recovery Plan, the Board agrees to adhere to their responsibilities identified within the timeline below to ensure achievement of the expected financial outcomes:
 - May 15, 2013, Recovery plan submitted to the school board
 - By June 18, 2013, Financial Recovery Plan endorsed by the labor unions, including wage/benefit reduction plan approval.
 - June 19, 2013, Financial Recovery Plan approved by the Board of School Directors.
 - By July 1, 2013, the Community Education Council membership will be determined in accordance with the representation guidelines set forth above and will be made public on the District's website.
 - By August 15, 2013, the Board of Directors will endorse and the Community Education Council will provide for the use of District administration and School Advisory Councils, the performance measurements (data elements) that will serve as the basis for the performance goals and ratings, using the PA School Performance Profile as the primary source of academic indicators.
 - By September 1, 2013, the Board of Directors will endorse what the CEC establishes and makes public on the District's website as its processes for membership terms of service, new member selection, and operating procedures to achieve its stated responsibilities.
 - By September 30, 2013, each school will have established its School Advisory Council, and in conjunction with the CEC, finalize its performance goals for each performance measurement category. Baseline data and related performance goals will be publicly available.
 - By November 30, each school will have submitted its performance improvement plan to the CEC. Performance improvement plans will be publicly available.

Yearly benchmarks:

2013-14:

- All 2012-13 District-operated schools remain in effect, establishing School Advisory Councils and developing performance goals and improvement plans.

2014-15:

- All schools that have documented implementation of

improvement plans and are tracking results will remain in operation pending the outcome of those improvement efforts.

- Any school that has failed to develop an improvement plan by the required due date (11/30/13), or that cannot produce evidence of having implemented a plan and tracked the results of that implementation, will be subject to operation by an external education provider as early as the 2014-15 school year.

2015-16

- All schools that are making progress in accordance with established performance goals (based on 2013-14 data available by Fall 2014) will remain in operation.
- Any school failing to make progress in accordance with established performance goals (per above) will be placed in warning, and subsequent failure to progress (based on 2014-15 data), will cause that school to be subject to an external education provider for the 2016-17 school year.